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I OBJECTIVE

This document reviews the evolution of the language training program, its current functioning, its positive and negative results, and draws conclusions about how policies governing its future role and organization might be changed, with a view to:

- ensuring it serves as an effective support mechanism for the pursuit of official languages policies;
- ensuring it is administered in a cost-conscious, practical, and fair way;
- ensuring that both managers and employees are clear about the obligations of trained public servants to use their acquired second language skills.

II BACKGROUND

(a) Reasons for a policy review

A review of the policies currently governing the provision of language training to federal employees has been carried out in order to deal with two questions:

- is basic language training needed for the foreseeable future?
- how can the provision of training to employees who do not or cannot use their acquired skills be reduced and the real benefits of the program immediately increased?

These questions need to be addressed. In addition, the review is appropriate because language training continues to be the focus of criticism from both employees and the public. As well, new government decisions on the eligibility of employees to receive the Bilingualism Bonus have elicited questions from unions about employees' rights of access to language training, rekindling the view of many that language training is little more than an historic entitlement. It is critically important that the role of language training be re-defined so as re-institute its original role as a support measure for the pursuit of the overall objectives of the official languages program in the public service.

To provide a picture of the development and expansion of the program and to identify the origins of the program's acknowledged problems, its history is discussed below.

(b) The rationales for the provision of government financed language training to employees

Three rationales have been cited for the provision of government financed language training, with different emphases being given to each over time. These are:

- it increases an otherwise inadequate supply of bilingual employees, in order to enable the government to provide services to the public in both official languages and to ensure that English and French are languages of work in the public service: this is the 'supply' rationale;
- it entitles unilingual members of the two official languages communities who are willing to undertake language training to be appointed, with a few restrictions, to positions where the work requires bilingual capabilities on the part of the occupants: this is the 'entitlement' rationale;
- it can expand the cultural and historical understanding of employees in the public service, and make for better government: this is the 'cultural' rationale. While this is never cited

as the single rationale for language training, it appears to be viewed by some as being, in retrospect, the principal benefit of the program as it has functioned to date.

It is believed that, by referring to such rationales as justifications for the provision of language training, many emotions and attitudes about language training that are not helpful in resolving the real but not insurmountable problems of the program can be set aside. One major assumption underlies the discussion of these rationales, and is believed to be essentially valid, even if it oversimplifies the values inherent in individual bilingualism:

- if language training is provided to an employee either because bilingual skills amongst employees are in short supply, or in order to extend to the employee the entitlement of being staffed into a bilingual position, or for broad cultural reasons, it is to be expected that the employee will make use of his acquired skills. These rationales are virtually emptied of meaning, it is believed, if no use is ever made of successfully acquired skills. Either such skills are not really needed in the work place, or the individual's grasp of his second knowledge is nevertheless insufficient, or he is unwilling to use his second language. There are some who dispute this assumption, but for purposes of this review of the future role of language training it is considered fully defensible.

(c) Historical development of the program

The language training program has passed through four stages of development.

Phase 1: 1964-68: the origins of the program

In 1963, a Ministerial Committee of Administrative Reform and Bilingualism, chaired by the Hon. Maurice Lamontagne, recommended the establishment of an experimental language training program under the administrative responsibility of the Civil Service Commission. Forty-two employees entered a pilot program in 1964. It was judged successful, and an expansion of the program, in the National Capital Region at the outset, was launched.

A variety of training programs, of varying duration and intensity, were developed and offered to interested employees. In 1967, 5,600 employees enrolled, while some 10,000 employees placed their names on waiting lists.

A total of 13,000 employees received training during the years 1964-68, 78% of whom were Anglophones, 22% Francophones. The costs of the program amounted to \$10 million (exclusive of the salaries of employees who undertook training).

It was during these years that language reform in the public service was launched, against the backdrop of the Royal Commission on Bilingualism and Biculturalism. Political direction was given to the reform in the 1966 statement by the then Prime Minister, the Right Hon. L.B. Pearson. The statement enunciated six principles governing the encouragement of bilingualism in the public service, and set out a number of 'support measures', including the provision of expanded language training opportunities for unilinguals. (See Appendix A for a statement of the principles.)

In the eyes of public service managers, a reform was being launched requiring increased numbers of employees to be bilingual. While most Francophone employees were bilingual, their participation rate was low (approximately 20%) and very few of the predominant Anglophone majority were bilingual. The language training program, therefore, was seen as the principal means by which the supply could be increased. Employees, for their part, seemed enthusiastic about taking training - as is reflected in the long waiting lists

that formed. This enthusiasm is partly attributable to the general interest individuals had in expanding their horizons and to their readiness to learn about other cultures, values that marked the sixties and were less prevalent in the seventies. It is also attributable to the belief prevalent at the time that learning a second language was not particularly demanding or difficult.

The only ominous note, in retrospect, was contained in a study undertaken by the Public Service Commission in 1967. It examined the results being achieved in language training and recommended that cyclical courses be introduced in place of the less intensive, individualized courses that gave training for 5 or 6 hours a week. This latter mode of training, the study observed, only worked when "the employee already possessed an elementary knowledge of his or her second language and worked in an environment conducive to the use of the second language". The study recommended cyclical training, for two reasons, it will be noted. It was found that many of those seeking training had no previous knowledge of their second language and, for pedagogical reasons, it simply made better sense to make the program of training more intensive. It was the second reason that struck an ominous note: many of those trained appeared to be working in unconducive environments, i.e. in work settings where their second language was not in general use. They therefore would lose their skills quickly - unless their proficiency in their second language was solidly established. More intensive training was viewed as the means to tackle this problem.

Phase 2: 1969-1972: the period of expansion

During this period, 36,000 employees enrolled in language training, the Anglophone proportion rising to 86%. The total costs are recorded as \$43 million for this period.

Curricula, enrolment and assessment procedures, testing techniques, and teacher recruitment were developed rapidly during this period. "Dialogue Canada" was introduced for the teaching of French. This method was developed in Canada whereas the earlier methods had been borrowed from Europe. An emphasis was placed on teaching language as used in the public service work situation.

During this phase, while some training was directed towards writing skills, most was aimed at giving students facility in oral communication, which was perceived at the time as the most important communication skill to develop, and new audio-visual techniques were available to provide just this type of training. A consequence of this emphasis on oral communication, however, was that training tended to develop relatively superficial skills among a mass of employees.

The Prime Minister's Statement in the House of Commons in 1970, followed by more procedural regulations issued by the President of the Treasury Board some 10 months later, announced major commitments to the reform of language of work within the public service, during this phase of the language training program. One of the provisions was that units of organization, in relation to their roles and needs, ensure they had on their establishments a certain given proportion of bilinguals.

The demand for language training vastly increased, as a consequence. The program became a major expenditure item, the average annual expenditure increase being of the order of 25%.

But what of the results? Just as the 1967 study of the Public Service Commission directed training towards cyclical modes, in order to improve the results, studies in the early seventies found the results of language training discouraging and recommended that, to be successful, training move from cyclical to continuous modes. This recommendation came, for instance, from the Commissioner of Official Languages in his 1971-72 Annual Report:

"'Continuous' immersion for six months or more (if it does not provoke nervous stress through culture shock) seems one pedagogically, as well as administratively, sound way of curing the Don Juan syndrome."

(The Commissioner's allusion to the illustrious gentleman was a reference to his adventures in Hell: "an endless series of unconsummated seductions" - a state deemed similar to the "stop-start-stop" learning process prevalent at the time.)

The move towards continuous training was intended to increase the success of the program. With continuous training, employees would obtain a more thorough knowledge of their second language, and would presumably be able to use it even in a non-conducive environment.

What must be asked, in retrospect, is whether the move towards continuous training resulted from 'pedagogical' and 'administrative' considerations only. Clearly, they were not the only factors. If the work environment had been generally more conducive to the use of the second language (in nearly all cases it was Anglophones' use of French that was the problem), it is doubtful that the progressive moves from low intensity to cyclical to continuous training would have been so inexorable.

In retrospect, what was transpiring was that the language training program was tending to substitute itself for satisfactory work environments in which both official languages were regularly used. More time in the classroom was required to develop basic skills because work environments could not be depended upon to assist in the learning process, and, increasingly, employees who had obtained training at an earlier point in time would return to the classroom to retain their acquired skills. The particularly unfortunate feature of this circular process of substitution was that the language skills being taught were often too superficial to support easily the use of acquired second language skills by employees no matter what sort of environment they subsequently found themselves in.

Phase 3: 1973-1977: the period of regulation

The Parliamentary Resolution signalled, indirectly, the character language reform was to take during this next phase. The objectives of the official languages program, which had, individually, been enunciated previously, were assembled and remain in place at the present time:

- members of the public can obtain services from, and communicate with, institutions of the Parliament and Government of Canada in both official languages, in accordance with the provisions of the Official Languages Act;
- public servants should, as a general proposition and subject to the requirements of the Official Languages Act respecting the provision of services to the public, be able to work in the public service of Canada in the official language of their choice; and
- within the merit principle, full participation in the public service by members of both the anglophone and francophone communities should be achieved.

The character of language reform during these years took on two important new features. Firstly, language reform was established as a comprehensive effort, and its component elements could be expected to interact positively in the future: as Francophone participation was increased in the public service, the language of work reform would be given substance, and it could generally be

expected as well that the quality of service provided to the public would increase. Perhaps, as well, the results of language training would be more positive, as a result of the language of work regime being introduced. Secondly, the program was subjected to a considerable amount of regulation, in response to the Parliamentary Resolution's formalization of the obligations, rights, and entitlements of employees with respect to their jobs, their careers, their right of appointment, and their access to language training. It is worth noting that this body of procedural policies had an undoubted positive aspect in that the previous lack of such systematic policies was becoming a hindrance to the success of the reform program. Circulars were issued during this period by the Treasury Board and the Public Service Commission dealing with official languages, and establishing:

- a system of identification of the language requirements of all positions in the public service (positions were Bilingual, Unilingual French or Unilingual English, or Either:or);
- a system of establishing the proficiency requirements in terms of second language requirements for all bilingual positions (5 levels of proficiency were used and applied in an identical fashion to all positions within a given occupational group and level);
- rules exempting certain appointees (eg. long service) to bilingual positions from having to meet the language requirements;
- the conditional appointment vehicle by which unilinguals could be appointed, under an Exclusion Order of the Public Service Employment Act, to bilingual positions on condition that they immediately undertook training to meet the language requirements of their positions. In the event that the training program is not successfully completed, the employee is transferred to another position for which he or she is qualified;
- a schedule for moving towards ensuring that all obligations for carrying out the bilingual work of the government were met (1978 was established as the date by which the language requirements of all positions had to be met by their occupants or in limited cases by alternative arrangements);
- procedures for providing alternative arrangements when bilingual positions were occupied by unilinguals;
- standardized methods for testing employees who were required to be bilingual.

These procedures and mechanisms created a framework for the role language training was to play during this period. If a position was identified bilingual under the criteria of the day, the staffing of the position could involve the appointment of a unilingual on condition that the individual take language training immediately. As long as the criteria of position identification and their application were accurate, the role of language training was to be a means to an end: it was to increase an otherwise inadequate supply of bilinguals in the face of a significantly expanded definition of institutional need for bilingual employees. While positions were not 'identified' prior to 1974, it was estimated that departments considered 27,000 of their occupied positions to be bilingual, according to a report in 1970. In 1974, 40,200 occupied positions - 18.4% of all positions - were identified bilingual. By 1977, 52,000 occupied positions had been identified bilingual. The effect of this massive increase in the number of bilingual positions and of the formalization of the rights and obligations of employees in relation to these positions was to shift the perceived rationale of the language program away from its original 'supply' function and towards an 'entitlement' function: employees took training when appointed to bilingual positions because it was 'required' or they sought to take it in order to protect their future career interests.

During this period (1973-1977), 12,600 employees entered PSC continuous training (other facilities were developed and used in departments, as will be noted below), of whom approximately 8,000 were conditional appointees. The remainder were incumbents of bilingual positions who met their language requirements and were seeking to upgrade their skills or to maintain the skills they developed in training taken earlier. The Anglophone proportion rose to 88% of all trained employees in this phase.

Of this total, some 8,300 (65%) obtained the desired proficiency levels, distributed as follows:

	Anglophones	Francophones
Level 01 (highest):	143	16
02:	3664	409
03:	1879	263
04:	1445	235
Level 22 (lowest):	<u>160</u>	<u>83</u>
Totals	7291	1006

The direct costs of training during this period were \$118.4 million, the real costs to the institution being much higher. The move to continuous training meant that salaried employees were removed from their work for periods up to 12 months and, in many cases, had to be replaced. The replacement costs during this period have been calculated to amount to \$150 million.

A new trend, during this phase, was the dispersing of training resources - a direct reflection of the widely dispersed patterns of demand for language training, which resulted in turn from the large number and wide dispersion of positions requiring bilingual skills. Centers were opened in Vancouver, Edmonton, Winnipeg, Toronto, Montreal, Quebec, and Halifax; in 1976 these centers accounted for 23% of the total classroom resources under the management of the Public Service Commission. Approximately 10% of classroom resources under management of the Commission were located in departments rather than at the PSC training centers, and outside these arrangements a number of departments developed their own training facilities as was subsequently revealed by a Treasury Board survey of in-house departmental training in 1977.

In retrospect, the significance of this dispersion, particularly the initiation by departments of their own language training facilities and programs, was that a management framework did not establish itself at this critical point in the maturing of the program's development, though the dispersion of facilities does not fully explain this fact. The entitlement rationale was predominant in the minds of most Anglophone employees and by extension most Anglophone observers and critics. The central agencies were reluctant to take steps that would restrict the real or perceived entitlement values of language training at a time when language reform, which was always dependent upon the good will exhibited by both official language communities, was being expanded very quickly.

The accumulating problems became more pressing as trained employees began to bear witness publicly to the non-use of their acquired skills, and as public questioning began to grow more strident about the amount of human and financial waste generated by the program. In 1974, the government turned to an outside expert, Dr. Gilles Bibeau, to assess the situation.

With the publication of the Bibeau Study in 1976, the doubts and criticisms which had dogged the training program were crystallized.

The major finding of the study was that both the objectives of the program and the premises on which training was deemed to be necessary bore little relation to actual job-related needs and were, in fact,

the result of poor analyses of the needs of the institution for second language skills on, usually, the part of Anglophone employees. The study concluded that many of the bilingual positions identified in 1973-74 had little to do with specific departmental needs and thus had little or no real demand for a bilingual capacity. These "arbitrary" identifications of positions were linked to the setting of artificial levels of bilingualism based primarily on scores in the original Language Knowledge Examination rather than on the distinct, second-language performance needs of different public service occupation groupings.

The training program was thus required to train large numbers of students whose positions had little real requirement or opportunity for them to actually use their acquired skills. Further, the study concluded that, of the five proficiency levels (01, 02, 03, 04, and 22) of bilingualism, only level 01 could be considered to be really functional - to be a "threshold" level beyond which acquired skills would be sufficient either to fulfill the requirements of those positions where a bilingual capacity was really necessary or to develop into a lasting fluency in the second language. Few trainees were required to meet this level, and, in any case, given the poor identification of institutional needs for second language skills, neither the language requirements of most jobs nor the environments to which many trainees returned were likely to provide much encouragement for the use of acquired skills, at whatever level they were learned.

This combination of low language standards and 'phoney' bilingual positions was seen by the study as producing many poorly motivated students who were unable or unwilling to work in their second language upon returning to their positions.

At about the same time, expression was given to the widespread public doubts about the program by the Commissioner of Official Languages, when, in 1975, he undertook a major survey of trained employees in order to probe further their language use patterns and also their attitudes. The final data from the survey, published in the Commissioner's 1975 Annual Report, confirmed the low use of acquired language skills by Anglophones and the fact that the work environment must be seen as the key factor in determining the use made of acquired language skills - in other words, in making language training "pay off". It was revealed that 11% of trained Anglophone occupants of bilingual positions made no use of French, and 57% used French less than 10% of their time at work, as reported by the employees. The Commissioner argued that this view of the importance of the work environment was reinforced by the very high on-the-job use of acquired language skills by Francophones, and he argued that second language training for Francophone employees had always represented a good investment.

He presented his assessment of the situation in these terms:

"What... are we getting for our money?

Not nearly as much as the average austerity-pressed taxpayer would hope. No doubt we should rejoice in an intangible improvement in attitudes reported by some graduates, especially Anglophones, toward the other language group's culture. This payoff, in terms of a more serene inter-cultural climate in the public service and the country at large should not be discounted. But the measurable utilitarian payoff of putting this expensive training to work on the job strains both optimism and pocketbook."

The Government, subjected to criticism by Dr. Bibeau, the Commissioner of Official Languages, and Members of Parliament, and faced with the growing reaction in the country at large to the visible and costly administrative problems of the official languages program in general (the functioning of language training representing the bull's eye of the target), undertook to review its implementation of the entire official languages program. In 1977, a Steering Committee of Deputy Ministers generated these views, which were intended to deal, sometimes indirectly, with the language training program:

- the identification of the language requirements of all positions in the public service should be reviewed by departments under revised criteria of identification and under a guideline requiring the new criteria to be applied to the actual work requirements of positions (not future potential ones): in part, this was intended to reduce the demand for training emanating from positions that were not in fact bilingual;
- this view was extended to include the application of the second language proficiency requirements in bilingual positions: these were to be applied, not in a standardized manner to entire employment categories or occupational groups but to individual positions, in order to capture the actual work requirements: in part, this was to ensure that employees who needed training were being trained to relevant levels;
- instead of requiring that unilingual appointees to bilingual positions be required to take training immediately, a two year period of grace (technically, the 'exemption period') was recommended: this was directly aimed at removing the sense of pressure previous policies had generated amongst employees and managers, and giving more flexibility to managers to schedule training at a convenient time to themselves and the employees (the term 'conditional appointments' was dropped in conjunction with this proposal because of legal problems with the Public Service Employment Act, but it will be used through this document for ease of reference);
- the recommendation was also made that training for purposes of retention be terminated, and that employees who failed to keep up their language skills despite having received training not be granted additional training even if this meant not permitting them access to bilingual positions to which they might wish to transfer;
- the decentralization of training facilities into departments was recommended in order to integrate the management of language training into the other management responsibilities departments were to assume, to permit more flexibility in course training and duration, and to better adapt course content to job content.

The Government accepted these recommendations and took the additional decision that basic language training would cease to be provided in 1983 (this decision being subject to review with collective bargaining agents in 1981-82). Only specialized training within the context of public service professional training programs would be continued thereafter. This decision was based on the following assumptions:

- it was judged that by this time there would be an adequate supply of bilinguals, from both within the public service and outside, for recruitment purposes. The supply rationale, that is, was judged to be nearing its termination as a justification for the program. It was stated publicly that the goal of an "irreversibly bilingual" public service by 1978 would likely be achieved and that "the number of qualified bilingual incumbents of bilingual positions has increased from 40% in May 1974 to 80% in September 1977. It is expected that this figure could reach 85-90% by December 31st, 1978";

- the entitlement rationale remained applicable in the Government's view, but could not be sustained forever. The date 1983 was chosen because it fell 10 years after the Parliamentary Resolution and gave adequate notice of the Government's intent to terminate the conditional appointment procedure;
- the cultural rationale, taken alone, could not justify in the Government's view the maintenance of the program (a view that led, given the costs involved, to the termination of the year-long relocations of senior public servants to Quebec City or Toronto);
- quite apart from these specific considerations, it was considered that it was time employees got the message that special measures were not to last forever. Language training was seen as a crutch, and it was time to determine whether the patient could walk on his own.

Optimism had naturally characterized the origins of the program. As the program was expanded, it gave way to considerable anxiety amongst employees and an earnest determination amongst the pedagogical experts to make the teaching function succeed. In 1977, the institutional need for so many bilinguals was being questioned (did 20% of public service positions really have to be bilingual?) - in part because reducing the need for bilinguals seemed a way to reduce the visible problems of the training program as perceived by observers, and in part because of a rapidly growing disillusionment over the difficulties involved in attempting to remove anomalies from the program. The early enthusiasm of employees was also rapidly changing, becoming a bleaker realism about how hard it really is to learn a second language, to any functional level, during one's adult working life. A new realism also began to characterize the views of language training methodologists, who decided, on the basis of the results achieved to date, that the training packages offered to employees should be more attuned to the specific needs of their work situations - that is, to the type and complexity of communications maintained in their work situations by employees requiring training. They also had to dispense with some of the "soft" training methods that were excessively generous in time and teacher energy to the individual's interests and personal learning needs; more traditional methods (with some learning by rote, and fewer cultural excursions) were reintroduced.

Phase 4: 1977 to the present: a period of stability in the volume of training and its priority

From 1977 to September 1979, some 10,500 employees took language training at PSC facilities.

In 1977, a special study was undertaken for the first time of the training offered in departmental in-house facilities not controlled by the PSC - much of which is low intensity training for purposes of 'perfectionnement' or retention, in fact. This information has been updated and it appears between 10,000-13,000 employees may have benefitted from these programs. The total direct cost of all these programs for the period through to the end of 1979-80 is estimated to be \$112 million. The following trends have occurred in the demand for, and the provision of, language training in the public service.

Volume of Demand:

The number of employees taking PSC training (centralized and decentralized) has declined, but remains relatively stable, as revealed in these records for the past three years:

Total Number of Employees in All Types of Training
During Comparable Months for 1978, 1979, and 1980



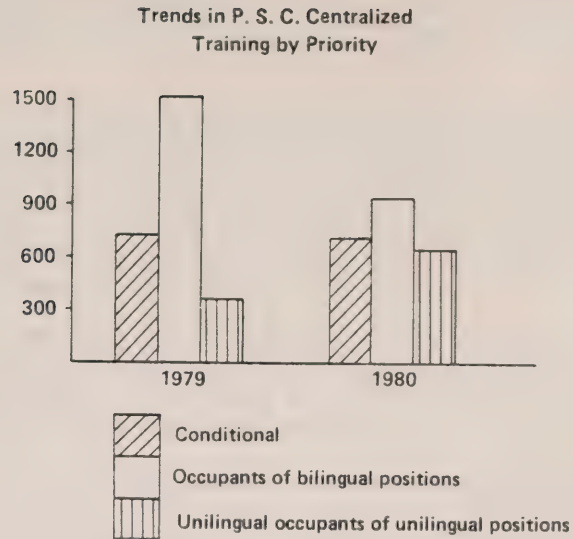
Distribution of demand:

The demand for PSC training from conditional appointments has remained stable over this period, though a number of new constituent elements are worth noting. The overall proportion of staffing of bilingual positions that involves conditional appointments (termed the 'conditional appointment rate') has risen from 10% (at which it had remained constant for some years) to 13-14%, due principally to the upward shift in the proficiency requirements in bilingual positions. This would have increased the volume of such training had it not been for a sharp decline, during this period, in the number of staffing actions in the public service. The longer-term significance of this new development is that it reveals the inadequacy in the supply of bilinguals in the face of an increased demand for bilinguals with higher qualifications (it is thus clear that the supply of bilinguals is not as elastic as was assumed when the original decision was made to terminate basic language training in 1983).

The demand for PSC language training from other occupants of bilingual positions is relatively low, despite the fact that some 7,500 do not meet the language requirements of their positions due to various re-identification decisions taken in 1977-78. The majority of this population (5,500) once met their language requirements but no longer do so (and are under no obligation to do so, except insofar as the decision to remove such employees from eligibility for the Bilingualism Bonus may provide an impetus for them to meet the language requirements of their positions). There is now a sharp but temporary increase in the demand for language training from members of this population of 5,500 who do not meet the language requirements of their positions but received the Bilingualism Bonus and wish to retain it.

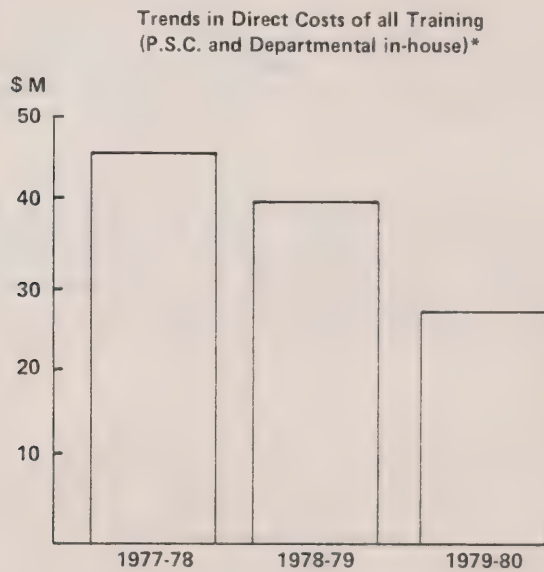
There are large numbers of unilinguals in unilingual positions obtaining PSC training, having been granted access to such training in the summer of 1977. The majority are attending after-hours courses offered by the Public Service Commission.

The volumes of centralized PSC training have been distributed by priority groups as follows, for the years 1979 and 1980:



Costs:

The direct costs of language training decreased, as indicated:



* Excludes training by D.N.D.

During the latter part of the period, a number of initiatives have been taken by the Treasury Board Secretariat, with the approval of Cabinet, and by the Public Service Commission under its mandate, to introduce needed corrections in the systems that define the need for the use of the two official languages and the relevance of language training programs to these needs.

The Treasury Board Secretariat, in its 1978 Annual Report to Cabinet, reported its concern respecting the identification of the language requirements of positions. The number of occupied bilingual positions had risen from 52,000 to 56,000 in the re-identification exercise, and while this was not unjustifiable in principle, a proportion of these bilingual positions were still not functioning as such. The Bilingualism Bonus had had the effect of inflating the number of positions identified bilingual. Departments were asked, as a result of this situation, to review carefully the identification of bilingual positions when vacant and about to be staffed.

The Secretariat was concerned, as well, that the requirements for French as a second language were often identified by departments as being lower than those for English as a second language, and departments were asked to correct these situations as well.

The administrators of the language training program have developed programs of instruction that are geared to the linguistic tasks that differentiate work sectors, and are therefore offering more relevant programs, in line with Bibeau's 1976 recommendations. These diversified programs are now being used in the PSC's decentralized training in departments, and will be introduced in the centralized programs next year.

Departments have also been reminded to take decisions on whether to approve training for unilinguals in unilingual positions in the light of the potential for such employees to use their acquired skills upon their return from training.

In many respects, these initiatives represent efforts to correct relatively visible faults in the systems by which 'need' is identified. They were not intended to make structural changes in the role played by the language training program. The claim cannot be made, either by the Treasury Board Secretariat or the Public Service Commission, that the problems encountered over the years in trainees' use of their second language will be significantly diminished by these measures alone. There remains, it is judged, a strong likelihood that the language training program will suffer the weaknesses that have accumulated over the years - the tendency for training to substitute itself for an inadequate environment, the superficiality of language skills acquired through training, and the absence of a strong management function due to the highly dispersed character of the program, both regionally and between central agencies and departments.

The volume of problems may be less in the future because less language training is being done, but it is not at all clear that the incidence of problems in the program will decline. The purpose of the following section is to take stock, in 1980 terms, of the problems and also the benefits of the program, so that further corrective actions are based on a present-day assessment.

III TAKING STOCK

In the following discussion, a series of judgements are offered on both the positive benefits and the problems and costs of the program. While criticism is the pervasive mode of discussion about the program, it will be shown to be exaggerated. As was revealed in a recent study of the historical trends of language use in the public service, Anglophone incumbents of bilingual positions are using French to an increasing extent. In 1974, only 34% of such employees declared themselves to be making 'some use' of their second language. In 1977, 60% declared themselves to be making some use. Francophones are also making a greater use of French in bilingual positions, as a result in part of the expanding capabilities of the Anglophone employees in bilingual positions. In 1974, 77% said they used French as often or more often than English; in 1977, 86% placed themselves in this category. The overall language use trends, within the government's language of work policies, are positive, and there is no doubt that language training has contributed to these trends.

Let us examine the functioning of the program in relation to, initially, its basic rationales, and then its costs and organization.

(a) The supply rationale

Of the 56,000 occupied bilingual positions in the public service, 12,600 or 23% are occupied by employees who have received language training since 1974 or are currently on training; of these employees 10,300 are Anglophones, 2,300 Francophones. About 68% of these occupants of bilingual positions meet the language requirements of their positions. All of the trained Francophones who meet their language requirements use their acquired skills to a 'significant' extent. The important question thus becomes: what use of acquired language skills do trained Anglophone occupants of bilingual positions make? For purposes of this analysis and to capture the proportion of employees who exhibit without question unacceptably low levels of use, a cut-off of 5% usage has been used in the analyses to distinguish 'significant' from marginal use and non-use. (This 5%, i.e. $\frac{1}{20}$ of a work day, is not an impressive figure but is used because it is so low that it is extremely doubtful the practical application of acquired skills at this level of use could lead to any maintenance or expansion of second language knowledge.)

Appendix B presents statistics on the characteristics of all employees trained since 1974. Appendix C presents current statistics on language use patterns.

The facts that 23% of all bilingual positions are currently encumbered by those who have received training since 1974 or are receiving it, and that among those who meet their language requirements a fairly high proportion make use of their language skills, give substance to the justification for the existence of language training as a supplier of functioning bilinguals. If a stronger justification for the provision of some rather than no language training were needed, the use made of acquired skills by employees who have taken government training in the past and have also occupied bilingual positions in the past could have been projected (although this would have been a difficult exercise). In essence, rather than simply looking at those now in bilingual positions, one would have looked at how many of the 80,000 trained since 1964 were once in bilingual positions (and thus contributed their language skills to their work) but no longer are. The number would almost certainly be impressive.

Whether language training efficiently performs its function as a supplier of bilinguals is another question. In fact, the supply function is not efficiently performed, even if account is taken of a number of factors that are beyond the control or the purview of language reform, such as the movement of employees across positions (as a result of which some trained individuals wind up in unilingual positions) or the departures of individuals from the public service (as a result of which some recently trained individuals leave the public service). There are several problems, beyond these factors, which are involved here:

- (i) One concern is the failure rate among trainees. Of the 16,900 Anglophones who have taken training since 1974 (in this analysis, all employees currently on training have been removed), 12,900 or 76% passed, and 4000 or 24% failed or did not complete the programs designed for them. The comparable failure/withdrawal rate for Francophones is 18%. This problem will be returned to subsequently, in a discussion of the current screening policies relating to capability to learn and motivation.
- (ii) A problem of more immediate concern is the fact that of the 9,600 Anglophone occupants of bilingual positions who have received training since 1974 or are receiving it (here, those employees currently on training who occupy bilingual positions and do not meet their language requirements have been removed), 29% do not meet the language requirements of their positions, and make very little use

of their skills. Of those who do meet the language requirements of their positions, 30% make marginal or no use of their second language skills, a proportion that is consistent with the findings of the survey carried out by the Commissioner of Official Languages in 1975.

There have always been many explanations given for this latter situation. The main factors are clearly these: the level of representation, in the work environment in which the trained employee works, of the other official language group; the employee's second language proficiency; and a mix of the employee's aptitude and motivation. The first factor stands out as the most influential by far, in recent research conducted on the subject. Anglophone trainees working in Montreal, regardless of their levels of proficiency, use their language skills to a significant degree - an exact parallel to the fact that Francophones, in all parts of the bureaucracy outside Quebec, use their acquired English skills to a significant extent. Such environments, which involve a use of both languages that is independent of the presence of the trained employee, not only encourage, and also demand, the practical application of the employee's acquired knowledge, but expand it. If the environment is not fully and naturally bilingual, the other two factors - proficiency and a mix of capability and motivation - start to make themselves felt. In this latter type of environment, a halting knowledge translates itself into a lack of confidence and often an unwillingness to expose such inadequate skills. And this brings into play the individual's own aptitude and willingness to learn, to use, and to 'perform' in, his or her second language.

(iii) A third problem, which results largely from the non-use of second language skills by Anglophones, is the tendency for many Anglophones to re-cycle themselves through language training as a way of retaining skills acquired in previous training. Since 1974, of the 12,900 Anglophones who are recorded as having succeeded in attaining a desired level in their most recent training, 5,000 had taken previous training, and 3,000 had previously been trained to the same levels for which they were most recently trained. This is retention training in its pure form. The 1977 revised policies were intended to terminate such training but a considerable amount appears to be continuing: departments, in terms of in-house training, record negligible amounts of retention training being offered, but the sharp increase in "perfectionnement" appears to equate with the volume of training previously termed "retention". The most recent development on this front relates to the new policies on the Bilingualism Bonus eligibility rules. An annual review is to be carried out of all those who are formally recorded as meeting the language requirements of their positions to determine whether these employees can be confirmed as actually meeting. It is estimated that some 5,000 employees may have difficulty in meeting the language requirements of their positions - and bargaining agents have already argued that these employees should continue to have access to further retention training, even if they have taken training at an earlier date. This case will be examined further below.

(iv) A final question that has not hitherto been examined in the history of the program needs to be raised: are departments approving language training for their employees in relation to their institutional needs? The conditional appointment mechanism, by definition, relates language training to the current needs of departments. If depart-

ments are experiencing difficulty in staffing their bilingual positions with bilinguals, they will exhibit a high conditional appointment rate. The overall rate of such appointments in the public service is now 13-14%, but in some departments 25-30% of appointments are conditional (e.g. Energy, Mines and Resources). Appendix D lists the conditional appointment rates a selected number of departments have had in 1979. Depending on the size of departmental establishments, departments with comparatively higher conditional appointment rates will generate a higher demand for language training than departments with extremely low rates; this is to be expected. But what about the training provided outside the conditional appointment mechanism - that is, the training of employees already occupying bilingual positions and of employees in unilingual positions? It has been found that there is very little relation between the different types of training, as is illustrated in the table attached as Appendix E. Amongst departments that have high conditional appointment rates and therefore a need for bilinguals, some approve a considerable amount of voluntary training, others do not. Amongst departments with low conditional appointment rates, the same lack of a coherent relationship is manifested.

The observation made earlier that no overall management function exists bears repeating here, since the lack of such a framework, in policy or in management, makes it impossible to develop a relationship between the institutional needs of departments and the training they currently approve and undertake.

(b) The entitlement rationale

This rationale, it will be recalled, defines a role for language training in granting unilingual appointees access to bilingual positions. This rationale alone might justify the provision of language training even if language training was not justifiable in terms of increasing the supply of bilinguals. If language training had not been provided to public servants over the past years, the participation rates of Anglophones and Francophones in bilingual positions would be quite different.

This can be shown by removing from overall representation ratios those employees who have received training. Currently, the overall representation rate of Anglophones:Francophones in the public service in general is 74:26 respectively in percentage terms. When employees who occupy bilingual positions with exemptions from becoming bilingual because of long service or age are removed from this analysis, the Anglophone: Francophone representation rate becomes 40:60. If Anglophones and Francophones who have received training since 1974 are removed, the representation rates between the two groups would change significantly, to 30:70; that is, Anglophones would have been excluded from appointment to bilingual positions in large numbers, since they have been the prime beneficiaries of language training. This latter rate practically reverses the present overall rate of 74:26 Anglophone:Francophone. And this only counts training taken since 1974; the impact would be much greater if one took into consideration all training taken since 1964. It is thus clear that language training is heavily depended upon to bring about a more or less acceptable balance of representation between the two official language communities in positions requiring bilingual skills, and as such the benefits of training under this rationale are real.

The negative side of the picture here again relates to the efficiency of the program's functioning under this rationale. Of the 18,700 Anglophones trained since 1974 or currently receiving training, 8,400, or 45%, either do not occupy bilingual positions or have left the

public service (some have gone to Crown corporations); of the 3,400 Francophones trained since 1974 or being trained, 1,100, or 32%, similarly do not occupy bilingual positions or have left the public service. The problem here is that, in viewing language training as an access door to bilingual positions, an extraordinarily large number of Anglophones who have taken training while in unilingual positions do not walk through the door. The access benefits for Francophones by contrast are more numerous and longer-lasting. A study has been undertaken of the movement of Anglophones and Francophones across unilingual and bilingual positions. The movement of Anglophones in an 18 month period revealed that 77% of all moves were from one English-essential position to another, and only 3% were from unilingual positions to bilingual ones; 8% were from one bilingual position to another. Francophone moves involved 42% that were from one French-essential position to another; 7% from unilingual French to bilingual positions; and 32% from one bilingual position to another. Anglophones, who are taking training while in unilingual positions in large numbers, tend to move to bilingual positions only in small numbers: the access door is not used often by those who have taken training before making their moves. (This same research has revealed little mobility across regions, departments, and employment categories, all of which is contrary to popular beliefs.)

(c) The cultural rationale

The cultural benefits of the language training program are difficult to measure. Only two observations are offered.

Of the 22,000 employees trained since 1974, 8,600 occupy bilingual positions and meet the language requirements of their positions. Some 6,200 of these make a significant use of their second language skills. Among many of these employees the active use of their second language skills may be indicative of spin-off values.

Amongst Anglophone and Francophone trainees interviewed in a PSC study in 1976, the majority expressed an interest in improving their knowledge of their second language for cultural reasons amongst others. The other interests are, of course, related to employees' careers. This is understandable. The only negative dimension is that career motives typically differ between Anglophones and Francophones.

For the unilingual Francophone, learning English is an absolute necessity for any career development, and therefore the Francophone will often seek to expand his or her knowledge and indeed understanding of the 'majority' culture. Viewed from the language perspective, this is a strong motivational force to learn and succeed. Many Anglophones, by contrast, manifest career interests that are more short-term, position-related, and based on the personal view that the need to know a second language is an imposed, somewhat artificial necessity. With this motivation, the trainee does not absorb the cultural values potentially associated with language training, and these benefits, in turn, do not flow to the institution. Indeed, such individuals can do considerable harm because of their cynicism. It is argued in this document that to combat this attitude, trainees must be able to use their skills and that, if they do, there does flow to the institution a long-term benefit by expanding the cultural and historical understanding of public servants and ensuring more responsive and responsible government for all Canadians.

(d) Management and organizational issues

The positive side of the current organization and management of the language training program is that great flexibility exists for departments to obtain training for their employees as and when they wish, and departments have been quite happy with this situation.

This flexibility is not in itself undesirable, but it should have been combined in recent years with the establishment of a firm management framework within which it could be rationally exercised so that the objectives of the official languages program in general would be served. Flexibility has to do with a freedom of decision; it does not clarify, as a management philosophy, what end the decisions are to serve (nor, for that matter, does 'decentralization'). This is why, as the history of the program reveals, problems have accumulated. Observers of the program in the public service have wondered aloud about results, but departments have never been asked to take stock of them; the suppliers of training in the Public Service Commission were concerned about the known facts about non-use by graduates, but central agencies feared that they would be seen as attacking the original entitlements provided to unilingual employees, first in the Pearson policies and subsequently in the Parliamentary Resolution, if they controlled and possibly restricted access to training.

Just what a management framework might consist of will be elaborated in detail in the latter part of the paper. Suffice it to say, at this point, that sound management of the program in the public service involves: identifying the need of the public service for bilinguals; determining the nature of entitlements, if any, that are to be given to employees; developing sound teaching programs and efficient procedures for scheduling training; and paying a great deal of attention to whether trained employees use the skills which they have acquired at public expense.

(e) Costs

The costs of the program are declining, largely as a result of a shift to courses of different types and shorter durations and a reduction in the number of teachers. Also encouraging is the reduction in general overhead being carried out by the Public Service Commission. For instance, the general administration costs of the language training program in 1977-78 totalled \$3.2 million and comprised 10% of overall costs; these have declined in 1979-80 to \$650,000 and 6% of the total budget. The specialized services costs have remained constant at 12-13% of total costs.

However, two problems were revealed in the cost analyses, which indicate that, while the overall program costs are declining at a significant rate, the incidence of cost problems is not.

Costs vary for a variety of legitimate reasons - different teacher: student ratios; teaching given by the AS employment group rather than by professional language teachers; the overall volume of training undertaken in an agency. The point of concern, however, is the fact that the variance in costs covers such a wide range. For example, average per student-hour costs in decentralized training programs appear to vary from \$9.84 for basic training and \$10.00 for "perfectionnement" right up to \$46.00 for private 1:1 instruction. At the present time, this range of variance is not readily explicable, and no framework exists for the standardization of training packages with a view to minimizing costs. Instead, costs have been brought under control largely by a removal of surplus teachers (at the end of 1978, 815 teachers were on the establishment of the PSC; there are now 557 teachers on strength).

The second point of concern relates to the unproductive costs associated with non-use of skills, due to factors already discussed - failure to complete a program, non-use of acquired skills because of low learning capability or motivation, no opportunity to use skills, etc. Of course, all such wastage is a financial cost and ultimately contributes to the cost of training. The only special point to make here is that surprisingly high per unit costs (the average cost of training an individual) are associated with training of low aptitude employees or with training that takes an employee to B or A levels as compared with training to the highest C level. This is a reminder that non-use by reason of low proficiency or low capability to learn is a particularly costly form of wastage because such employees tend to take longer periods for training.

According to Public Service Commission cost figures, training an employee to level C costs in the range of \$4,200 to \$8,800, to level B between \$2,800 and \$5,000, and between \$3,000 and \$5,900 for level A. The lower the aptitude of the trainee, the higher the costs; for instance, an Anglophone student with the lowest level aptitude appears to have cost, taking the past three year's experience, \$9,700, requiring 1125 training hours, whereas the highest aptitude costs \$5,100, requiring on the average only 600 hours.

In short, the comparative costs of training as provided by different agencies and sources are a source of concern, as are the costs of training those with, for instance, a low capability for learning their second language.

IV SUMMARY OVERVIEW

What has the history of the program and the stock taking revealed?

(i) The benefit side

A considerable volume of the training being undertaken validates the rationales set out in this document: training does play a role in supplying bilinguals; it does make a difference to the balance of representation of Anglophones and Francophones in bilingual positions; and it has cultural benefits. The overall objectives of the official languages program are more closely attained than they otherwise would have been without the training program. The basic factor is that when trainees work in an environment where there is a use of the two official languages that is independent of the trainee, they are likely to apply their skills, indeed expand them.

From a historical perspective, training has been beneficial in that if there had been no language training program, it is doubtful that Anglophones, in particular, would have willingly accepted the basic thrusts of language reform in the public service.

The flexibility introduced in 1977 has been welcomed by departments, and employees seem less critical of the program because the pressure of the period 1974-77 has been partly removed.

Also, the move towards basing standards, testing, and language training on work-related uses of employees' second language skills is likely to be welcomed if the pace of these revisions is sensible and these initiatives are co-ordinated.

(ii) The cost side

Historically, what has damaged the program and indeed language reform per se is that the entitlement rationale was viewed as predominant and as somewhat empty: one has to take training, just as one has to pay excise tax for the right to consume certain items. Language training is viewed as a tax one has to pay to occupy a bilingual position and 'get on with the work'.

The failure/withdrawal rates appear abnormally high for language training compared to other professional and job training programs. The explanation is that no screening out of employees with extremely low aptitude or motivation is undertaken (except for appointments from outside the public service).

A high proportion of Anglophones who have taken training and occupy bilingual positions do not use their acquired skills to a significant extent. The reason is that many are located in work environments which, in practice, are functioning unilingually. Other Anglophones have taken training while occupying English-essential positions, and have then remained in unilingual positions. They are motivated by career aspirations but clearly these aspirations are not realized to the extent that is generally assumed (or at least movement and progression occurs too long after training has been taken for the skills to be useable).

The financial costs of training vary inexplicably in relation to which agent is providing the training, and are unacceptably high where it can be predicted that a negligible benefit will be drawn from the provision of such training.

There is an absence of management control in departments, there being no expectation expressed in the administrative guidelines surrounding the program that such a function should exist, apart from exhortations contained in the planning guidelines issued to departments to insert into their annual plans a segment on the language training program.

Language training, within the context of the entire official languages program, ought to be considered a support mechanism. It increases the supply of bilinguals in order that the government requirement for work to be done in both languages, which currently is said to include 20% of public service positions, can in fact be progressively met. The preparedness of the Government to entitle unilinguals to compete and be staffed into bilingual positions, subject to their taking training and meeting the language requirements of their positions, was always intended to protect career interests while concurrently pressing forward with a necessary language reform. The entitlement was not supposed to be empty of substance and to eventually cause wide-spread and damaging cynicism. What was intended as a support measure has transformed itself into what many public servants now regard as an end in itself; training, instead of being a means to the achievement of these goals, has come to represent in the eyes of many observers what the program is all about, and language reform, to the extent that language training has involved anomalies, is regarded as misguided and mismanaged. The problems identified above must therefore be attacked vigorously if the current perception of language training is to be altered to one that sees training for what it actually is - a support measure, not a dominating thrust of language reform.

V IMPROVING THE SUPPLY FUNCTION OF LANGUAGE TRAINING: THE DEFINITION OF NEED

An access policy governing who is obliged or entitled to take training cannot be made more rational if the system for identifying the needs of the government for employees who are bilingual is not accurate and realistic. This has been said many times by observers such as Bibeau and the Commissioners of Official Languages. Before suggestions for a future access policy are set out, the steps the Treasury Board Secretariat and the Public Service Commission plan to take to further improve the identification system, as a precondition for revisions to language training access policies, are set out below.

Much of the discussion about how to make language training more effective in terms of the results it produces revolves around the definition of need for bilingualism in the individual positions that employees occupy. Do positions identified as bilingual have a real need? What are the proficiency requirements? Precisely what linguistic skills are used and how often?

It is not, of course, possible to define in microscopic detail precisely what the work of positions consists of, independent of the occupant (any more precisely than job descriptions can capture what an employee is doing on any given day). This said, it nevertheless remains a valid concern that the identification systems be as accurate as possible, since an access policy governing who is obliged or entitled to take training must continue to be based upon this system.

In the review carried out of the language training program, a number of suggestions have been developed about the identification system, and all go beyond the housekeeping initiatives referred to earlier.

(a) Identifying the language requirements of positions

A new analysis has been carried out of the requirements bilingual positions have with respect to the proficiency levels required taken in conjunction with the estimated proportion of time the languages are to be used. It was found that approximately 3,800 positions fall into a category that requires proficiency level A (the lowest) and has an estimated use requirement of less than 10% of communication time in the given language, according to the Official Languages Information System. Three possibilities exist: either the requirements of these positions are being underestimated, or they could just as well be unilingual, or they are perfectly valid as such. It makes a considerable difference, in terms of rationalizing the role of language training, which category these positions fall into. If they are in fact marginal, they should, from a language training perspective (and others as well), be re-identified unilingual so as to avoid conditional appointments of unilinguals and necessarily the training of them. Not only is the institutional need apparently weak in such A level positions, but if an employee is trained only to A level, it is highly unlikely he can communicate in his second language. It is interesting that the actual language use patterns of Anglophones systematically fall 20% behind the estimated required use registered in the Official Languages Information System, and therefore Anglophone incumbents of these positions are probably in a 'no-use' group.

New initiatives are required, it is judged, to draw departments' attention to these positions and to review their identifications. In taking this step, it is judged necessary to permit departments to seek exceptions, from the Treasury Board Secretariat (under a mandate approved by the President of the Treasury Board in June 1979), if the criteria for the identification of positions requires a position to be bilingual but it can be predicted with certainty that the position will not require the use of both languages (even if a fluently bilingual individual were to occupy the position).

It is the intention of the Treasury Board, in implementing procedures for a continuous review of the identification of positions, to direct specific attention to such positions.

(b) Standards and tests: the move towards diversification

There is a common desire amongst the specialists in the fields of second language standards to re-define standards to better capture the functional differences in language use between different sectors of work. The motivation of the PSC for doing this is to ensure that the standards they adopt are not subject to legal challenge.

It is true that if groups of bilingual positions in the public service are examined, the language content will be found to differ: some work functions make an extremely subtle use of language, others an extremely crude, telegraphic use; some involve much communication, others less.

However, the test of whether changes in standards are needed must surely be conducted in terms of the functionality of the standards, i.e. if an individual has acquired a given standard or level of proficiency, and only that level, can the individual communicate efficiently? Proceeding to develop new benchmarks for standards without reference to their functional use criteria may not be worth the effort. Finally, the diversification of standards in a system of work allocation that is fluid and changeable is questionable.

It is suggested that an independent review of the intended changes be made without delay, in order to determine a course of action.

(c) The need to staff positions imperatively

The imperative staffing of bilingual positions requires candidates for appointment to be linguistically qualified at the time of appointment. The imperative staffing criteria approved in 1977 identify circumstances in which, because of the character of the work of a position, it is not acceptable to permit the possibility of a unilingual being appointed. The relevance of this measure to language training is threefold.

Firstly, the more staffing that is declared imperative, the less the volume of language training that would otherwise have been generated by the conditional appointment of unilinguals. Secondly, the work circumstances that lend themselves to imperative staffing are often the same work circumstances for which language training does not develop sufficient proficiency or in which the trained employee will not flourish. That is, imperative staffing should be undertaken when only a few bilingual positions are carrying the total bilingual obligations of an organization in a unilingual environment since this is not an ideal environment for a trained individual. Finally, there is a relationship between language training and imperative staffing in that imperative staffing can only be undertaken in work sectors where there is a sufficient supply of bilinguals available to compete for appointment, i.e. in sectors where language training does not play a major supply function.

The present document will not present a comprehensive discussion of the relationship, nor an assessment of the imperative staffing undertaken to date. It is raised here in order to make clear that this staffing procedure is one of the more relevant 'broader' measures in the official languages policies that, in its use, has an impact on language training and that the expansion of this mechanism would have an immediate impact not only on the volumes of training and on the sorts of environments in which trained employees utilize acquired skills, but also on the sources of candidates for training, as departments began to balance their needs for trained employees with the potential in various work sectors for increased imperative staffing. It is considered that the use of the imperative staffing mechanism could be expanded and that language training policies could take into account the use of this mechanism as a key element in staffing bilingual positions and ensuring that language requirements are met.

(d) Departmental needs for bilinguals

The above three aspects of the definition of need are related exclusively to individual positions in the public service. None of these aspects has ever been intended to capture what could be termed the institutional needs that departments have, and it is considered that, at this point in the development of the language training program, such needs should be defined in new ways.

It has been noted already that a considerable volume of training is undertaken at the request of the employee and not because he or she has been appointed to a bilingual position and bears an obligation to become bilingual. Much of this training is not related to any perception of the future collective institutional needs of the department concerned. The mandate of some departments falls within work sectors in which a relatively low proportion of those presenting themselves for consideration in staffing actions are bilingual; this is indicated by high rates of conditional appointments in these departments. Ideally, a relatively greater amount of voluntary training should be done in these departments, in order to better meet their future needs, than in a department where the vast majority of appointments involve those who can already meet the language requirements of their positions, as long as these departments are not functioning virtually unilingually.

It is suggested that, in future, the access policy be based in part on this consideration, which does not involve, as do the first three initiatives, an improvement in the identification system, but rather the establishment of a new element in the framework within which decisions on who should be granted access to training should be taken.

VI IMPROVING THE BENEFITS OF LANGUAGE TRAINING: CONCLUSIONS

Having discussed the steps presently being taken to more clearly define the needs of the public service for bilingual employees, this section will discuss major conclusions directly concerning the role and functioning of the language training program. These conclusions are presented under the headings noted below:

Access Policies

The Treasury Board is responsible for formulating a policy on the obligations and entitlements of employees to take language training, and the conditions that circumscribe these provisions. A new policy is required to take into account the findings on (a) capability and motivation, (b) the circumstances in which training appears to produce results, and (c) the institutional needs departments will have for trained employees in the future.

Management Framework and Organization

The introduction of a management framework is critically important for defining the roles of the central agencies, of departmental management, and of supervisors and employees. By introducing such a framework, the application of the access policy can be affected and much greater attention can be directed to program results and to the management of the human resource trained employees (past and present) constitute.

Financial Control

How the program is financed can materially affect the following problems: the wide variation in per unit costs, and the need for reduction in any training which does not produce benefits. It can affect how the access policy is applied, and can directly limit, by the allocations approved, how much training is undertaken in the federal public service.

A. Access Policies

1. Types of Access to Language Training

Three categories of access for employees to language training exist at present, though they are not the subject of distinct objectives and are not grouped in this manner:

(a) Conditional appointees

These are employees who are appointed to bilingual positions without being able to meet the language requirements and who are given two years to meet the language requirements of their positions. The continuing rationale for this policy is that not all positions could be staffed if no such vehicle existed and if language training were not provided, and, secondly, that the government wishes to enable unilinguals of both official language groups to participate in the work involved in such bilingual positions. With respect to hiring from outside the public service, the conditional appointment vehicle protects the interests of unilingual applicants from strongly unilingual regions of Canada, which lack educational or environmental opportunities for acquiring a knowledge of the other official language, by allowing them to compete for bilingual positions on an equal basis of merit with trained employees (only 1% of all appointments to bilingual positions are from outside the public service and "conditional").

It is to be noted that, if the proportion of all staffing actions involving such conditional appointments is high in a department, then this vehicle aligns language training with the immediate institutional need for an increased supply of bilinguals in the department's operations.

(b) Occupants of bilingual positions

At present, occupants of bilingual positions can seek to upgrade their language skills over and above the requirements of their positions, or they can take training in order to meet the position requirements on a voluntary basis (if they have incumbents' rights), but they can not take training to reach a level they have already been trained to. (It has been stated that, while this latter constraint on such voluntary training exists in policy, it is not being applied in practice.) In terms of the supply rationale, an investment in this type of training is sound in principle, since it means that an improvement in the quality of language knowledge is occurring, and the work of the occupied positions will be done better (perhaps even better than required by the minimum requirements of the positions). This is in the institution's interest. The employee interest is that it may improve career opportunities when moves are made to other jobs - but this cannot be considered a strong interest, since such employees can be appointed conditionally when they move.

(c) Unilinguals in unilingual positions

Here the institutional interests in seeing training provided are generally weaker than in the above two cases, but they nevertheless exist, in principle, where such employees are working in departments that have a future staffing need for bilinguals. The individual's interest in this case is strictly a future career interest, and is not dissimilar from the occupant of a bilingual position who seeks to upgrade his or her skills.

In setting out these three categories of access, the ground has been prepared for more definitive access rules by which employees within these groupings are actually granted or refused access, are encouraged to take training or are discouraged from doing so, or are necessarily provided with language training. Outlined below is a series of possible access criteria that could govern such decisions in future.

2. Access Criteria

(a) Learning capability/motivation

At present, unilingual individuals who apply from outside the public service for bilingual positions are assessed in terms of their aptitude to acquire, through language training, the required

second language skills. If it is concluded, with certainty (the PSC claims a 90% confidence level in its predictions), that an individual would not successfully complete a language training program, he or she is refused appointment (the Deputy Head of the Department can overrule such a judgement). A candidate for appointment from within the public service who receives a similar assessment is not refused appointment, and may proceed to take training. If, after the preliminary stages of training (a 6 week period), it appears certain that further training is a waste of time, the PSC and the employing department are empowered to withdraw the employee from the regular program. If the employee insists on continuing a language training program, an appropriate program is devised which attempts to match the employee's skills and aptitude.

The assessments include tests, interviews, and final reviews of aptitudinal and motivational factors. Between 15% and 20% of prospective candidates for language training are assessed as having little or no chance whatever of successfully completing a training program. However, the majority of those who enter training with such negative assessments are not in fact withdrawn, but continue training, in some cases for much longer than those with average learning skills.

Two actions seem to be required, if common sense is to prevail. These assessments should be given to all candidates for appointment to bilingual positions, as well as those seeking voluntary training, on an identical basis, and all who demonstrate little or no capability for learning their second official language would be refused training, with the implication that some prospective appointees to bilingual positions would not be appointed - a provision now applying only to individuals being considered for appointment from outside the public service. The two arguments favouring this are that no costs are incurred whatsoever in respect of such candidates for training, and secondly that poor learners or badly motivated students would not 'contaminate' the groups they would otherwise join in a training program.

The factor weighing against such a provision is the hazard of refusing access on these grounds alone. The 90% confidence level means that mistakes could be made 10% of the time. A way of handling this would be to ensure adequate recourse for any individual who disputes the assessment of his situation to simply make the case why entry into language training should nevertheless be permitted. This recourse mechanism exists in the case of appointments from outside the public service, and most (of the few) individuals who are judged to have little or no ability agree with the assessments. If they do not and if the department is willing to back an investment in training, the deputy minister is authorized to overrule any such assessments and confirm the appointment. A parallel mechanism could exist for the massive volume of staffing actions that occur within the public service. Why should an entitlement be extended to individuals who are already public servants, the content of which is that 'we shall turn a blind eye to your capacities or lack thereof'. Such a position is not defensible - as long as, in all measurements of capability and motivation, room is left for recourse and common sense judgement.

The second action involves prescribing for those who are to undertake language training a specific course or program, with, attached to it, a specified duration of training. The duration of training would be based on the average time it takes average students to obtain the desired skills in their second language (on this subject there are adequate statistics and norms available). An additional margin of training time would be added to permit slightly below average students to complete their program of training, but those with excessively low learning abilities (be they related to motivation or natural aptitude) who reached the end of the time assigned for the program would be asked to cease their studies. This action represents an additional check and balance on the taking of training by those who have no aptitude for it, a personal capability that in no way reflects upon their other professional, technical or general contributions to the work of government.

From these considerations, it is suggested:

- that language learning assessments could be applied to exclude applicants whom the PSC judges to have little or no capability to learn a second language from appointment to bilingual positions, on the same basis as such tests are now used to exclude candidates from outside the public service from appointment to bilingual positions (including the provision that deputy ministers may overrule any such assessments);
- that programs of training should establish the likely permissible duration of training, which, if reached, would involve as a general rule the termination of the training program.

(b) Retention training

The 1977 policies declared that training was not to be provided to employees to reach a proficiency level they had already been successfully trained to. However, a considerable amount of retention training is in fact continuing, especially in the departmentally controlled training programs administered outside the purview of the Public Service Commission.

In principle, this type of training remains unjustified, and it is not proposed that the 1977 policy be altered, with respect to regular training offered within the public service.

There are, however, a number of other specific issues which must be considered.

The new eligibility rules on the Bilingualism Bonus require that all employees who are formally recorded as meeting the language requirements of their positions be subject to an annual review to determine whether they in fact do still meet their language requirements. It is estimated that some 5,000 employees are likely to fail both their reviews and the subsequent tests, and thus lose the Bonus. As it stands, these employees will not be given access to training.

While it may prove advisable, in the short term, to consider some response to the pressure likely to be generated by this new rule, it is extremely important that the procedure for an annual review, undertaken in connection with the Bonus, establish itself as a regular and proper procedure - since in fact it is likely to have a very positive, incentive effect on the occupants of bilingual positions generally. If the pressure is to be responded to at all, it should be done in a manner that maintains the full impact of this positive incentive.

While an option does exist to open up regular day-time training to include some retraining, the entire history of the program argues against this. To do so would permit training to continue to substitute itself, a tendency already witnessed and discussed earlier in this paper, for the absence of use, or for the absence of satisfactory work environments. This must be avoided even more firmly than it apparently has been to date, if those employees who do not use their second language are ever to cease relying on retention training rather than regular use to maintain their acquired skills.

After-hours training courses could offer a positive response at a low cost without creating negative incentives. The employee would not absent himself from work, therefore no salary or replacement costs would be incurred by the government, and training need only be offered to the extent that teachers already on establishment have unused teaching time, the current practice. The costs of such training are thereby kept low. While such training is now given to large numbers of employees, the hours taken are subtracted from the total training entitlement of employees, just as day courses taken during office hours are. (Presently, the basic maximum training

entitlement to reach a given level of language knowledge is 1,560 hours). This procedure could be terminated with the implication that such training, to the extent that teaching resources can be committed to it, would be made available to interested employees to take additional training for whatever purpose - for 'brushing-up', for advancement, or for specialized skills. This policy would likely be welcomed widely in the public service and would establish a pressure release valve, particularly under the new Bonus rules. It would contribute to employees' capacities and skills, while at the same time relying, for its functioning, on strong employee aptitude and motivation, since training would be taken on their time, not the employer's.

Such training must not involve the provision of basic training to employees who have no basic knowledge in their second language, since training has never functioned efficiently in this manner (it would take four years of night courses to bring an employee with good learning capability to a B level knowledge).

The only negative element in this option is that it might reinforce the preference managers have for approving training if and only if it is taken after-hours. Managers would have to be advised that if employees have a right to enter regular training, this right must be protected fully.

An additional response would involve expanding the self-instruction materials the Public Service Commission has developed but which appear to be in limited use. In a work situation in which both official languages are freely used, an individual who is not fluent or at least highly competent in his or her second language will apply the knowledge he or she does have and will acquire some further 'practical knowledge', but will not ultimately be able to correct and substantially expand language skills - something self-instruction materials can go far in doing.

It is suggested:

- that the policy of subtracting from the maximum training entitlement all training taken after-hours could be rescinded;
- that after-hours training could be made available only if teacher resources are available and if basic second-language skills have already been acquired;
- that the Public Service Commission could expand the availability of self-instructional materials for employees who wish, of their own accord, to improve their second language skills;
- that the adoption of a more open access policy for employees who have already a basic knowledge of their second official language, subject to the availability of teacher resources, could be based on a clear policy bearing on the individual's obligations to maintain second language skills acquired at government expense.

(c) Unsatisfactory work environments

The Treasury Board Secretariat intends to take initiatives that will have the effect of reducing the number of bilingual positions, by removing positions that are marginally bilingual. Typically, these positions are located in environments where, as a general rule, communications are unilingual. If these steps are taken, the training that is generated by conditional appointments and by employees seeking retention training will be reduced somewhat. This does not deal, however, with the hundreds of bilingual positions that are legitimately bilingual (that is, where placing a fluently bilingual employee in the position would involve the use of both languages in work) but are located in these unsatisfactory environments: those who are trained, even if their aptitude is

good and they have been trained to a relatively high level, will not thrive in such settings, and indeed may lose their skills by not applying them and by not absorbing new knowledge through hearing and reading their second language. A basic truth is that this situation must be lived with to some extent, since it would be inconceivable and indeed regressive to restrict training only to employees who are working in ideal environments. Specifically, it is considered necessary to maintain the conditional appointment vehicle, with, however, three operative assumptions: first, the identification of positions will be increasingly more accurate, since this identification is the mechanism which enables training to be generated with some relation to institutional need on a position basis, and since position identification is still needed for the application of the entitlement rationale for training; second, imperative staffing will be used to an increasing extent in the staffing of bilingual positions that are located in totally unilingual environments; third, where an employee is conditionally appointed and trained, he or she will be expected to carry responsibility for taking maximum advantage of the opportunity, even if it is restricted, to use his or her second language.

This said, it will have extremely beneficial impacts if this access factor of 'environment' is more incisively applied in relation to the other two categories of access: i.e. employees who occupy bilingual positions but do not meet their language requirements, and those who occupy unilingual positions. To date, managers have been requested to take steps to encourage occupants of bilingual positions who do not meet their language requirements to take additional training, and the new Bonus eligibility rules (which withdraw the Bonus from those who do not meet their requirements) will strongly encourage just this. They have also been requested to approve sending an occupant of a unilingual position on training only if there is some future potential for the employee to move into a bilingual position (within three years, as stated in the 1977 revised policies), or for the employee to retain such acquired skills (as stated in the July 1979 Circular).

It is suggested that the 'environment' criterion could be defined in precise terms, in future, and could be applied equally to all employees in these two categories who seek training, whether they occupy bilingual positions or not. If they are working in sectors, units, regions or environments that are functioning in one language (in practice), then access to training could be approved only in rare circumstances, and in these cases managers and employees would be obliged to take full responsibility for the consequences of such training: the trainee, assuming he is successful, would have to have an immediate opportunity to put his new knowledge into practice, and would have to agree to take on an obligation to do this.

Because of the driving career motivation of many candidates for training, two points would have to be considered before acting upon the above possibilities.

First, incumbents of bilingual positions with incumbents' rights (as of April 1980, there were 730 such employees on PSC centralized and decentralized training courses) may argue that their rights are absolute and that such a policy would place a restriction on them. As well, it may be argued that, since the position does have some requirement for the use of both languages, the 'environment' factor cannot logically apply. Finally, the Bonus eligibility policy creates an incentive for individuals to take training. There is some legitimacy to these points, particularly the latter one. It is proposed, however, that such an access policy would be applied only in April 1981, by which time the new Bonus eligibility rules will have had the effect of encouraging training amongst the 'don't meets' regardless of the environmental factors. As to the other points, managers would have to assure themselves, when approving language training, that the employee concerned will indeed make a significant use of the language skills acquired through training and will thereby be able to contribute more substantially than in the past to the work of the position.

As to unilingual employees in unilingual positions (who compose about 30% of employees presently on training), they might manifest a considerable degree of anxiety that they would be refused access to training in future on the grounds that their opportunity for use is low. A possible response to these employees could be, in essence, that where there is a clear opportunity to use acquired language skills in the work environment and the employee is highly motivated, then training would be considered, subject to the availability of student places. If for any of these reasons, training were not approved, the employee would still have an opportunity to take training when he or she moved to a position or environment more conducive to the use of acquired skills. This would remove any necessity to define an employee's 'future' opportunities, and would address his or her present circumstances. It is worthwhile to note that mobility studies undertaken within the context of this review revealed a surprisingly low level of mobility of employees across regions, departments, employment categories, and, interestingly, from unilingual to bilingual positions. The view that there is a great deal of mobility probably results from employees' aspirations and wishes, more than from their real options.

It is suggested that, in applying this criterion, both the manager and the employee should be requested to certify that some opportunity exists or will be created for the employee to use acquired language skills upon a successful completion of a training program.

It is suggested:

- that managers should approve any training provided to employees who are not conditionally appointed to bilingual positions, including employees with incumbents' rights, only if an opportunity exists or will be created, in the work of the positions occupied by the employees or in the work environment, for the use of the acquired skills.

B. Management Framework and Organization

There is presently a relative absence of a strong management framework for directing and controlling the provision of language training at the government-wide or departmental level. Historically, there are explanations, but not justifications, for this. In present-day terms, a management framework needs to be introduced not only to ensure better government control but also to implement the suggested access policies.

For purposes of the management function, the thrust of the access policies may be summarized as follows. Language training is a means of increasing the supply of bilinguals in the public service to meet the institution's needs: these needs should be assessed and met. Insofar as it continues to serve some entitlement purposes, managers and employees must be clear that a pre-condition of this provision of language training is that the acquired skills be used immediately. And attention should be swung, by all who provide or take training, to subsequent results in terms of use. A management framework is needed that is business-like, practical, and fair.

The component parts of a management framework include:

- a clear access policy (addressed above);
- a financial structure that exerts incentives in support of the access policy (discussed in Section C below);
- an annual planning cycle at the corporate level;
- human resource management;
- an information system that functions in support of these elements;
- central agency responsibility.

Taking into account what has been said about access and a revised financial structure, the following framework for the future management of language training could be established.

The following suggestions are offered:

1. Planning function

- departments could include in their annual official languages plans, for approval by the Treasury Board, a plan for the volume, type, and proposed supplier of training the department foresees for the year in question, and they would participate in the development of a new information system which, 6 months in advance of any employee taking training, would gather essential data on the training planned for that employee, including dates of entry and expected duration;

2. Human resource management

- in addition to material being produced for the information of managers and employees on the language training program, departments could take initiatives to establish a responsibility center for the advisory and referral functions to assist individuals who have taken training and who seek opportunities within their department to apply their acquired skills. In addition, managers could be encouraged to discuss and to jointly work out with trained employees the ways and means whereby the employees' acquired skills would be best used;

3. Information system

- a system could be established, as a module of the current Official Languages Information System, to serve the central agencies in their planning and evaluation functions and to serve departments in the organization of their management functions in the future. Once this system was established, departments could be required to insert data on the post-training situation of the employee, including data on language use patterns of trained employees. Since such information would be a component of the Official Languages Information System, comprehensive and current data would be available to evaluate the impact of the revised access policies;

4. Central agency responsibility

- an Implementation Task Force could be established within the Official Languages Branch of the Treasury Board, with responsibility for disseminating and explaining the revised policies, developing implementation procedures, designing and developing the new information system, developing expertise to assist departments in their planning to evaluate the future functioning of the training program. This office could serve as a source of advice to individual employees as well, and could make available information pamphlets;
- the central agencies, in the light of their responsibilities for the overall management of the program, could produce annual assessments of the effectiveness of the revised policies, including the results of surveys on the language use patterns of employees who take training in the future.

To underpin the seriousness of these measures, it is suggested that the overall provision of training (as controlled by budget allocations) would be maintained at a level that is some 10% below the estimated potential demand for training. For some years, all

applicants for training who have obtained management approval have been accepted, and indeed with the demand declining there is now a situation of excess capacity of class rooms at the centralized PSC facilities; this situation has definitely not contributed to a tight management of the demand, quite apart from the absence of a general framework within which training could have been planned. In introducing a new management framework, the budget allocations would be held below the level of 'requirements', so as to ensure that departmental planning is tough and rigorous.

Technical support documents would be made available to departments, at the same time that Treasury Board circulars are sent out, to explain the financial allocation formula and to outline the analytic base on which departments might begin to develop corporate plans. Since decisions about the internal departmental allocation of funds for 'voluntary' training would be left to departments, these could be written as support documents, not as guidelines.

C. Financial Control

Two cost considerations have been identified. The first was the inexplicable and wide variance in the costs of training. The second was the relatively high per unit costs of training.

The framework for the financing of the language training undertaken in the public service at present involves either the Public Service Commission obtaining budget allocations from the Treasury Board to cover the costs of all training they provide or departments drawing on their administration budgets for in-house training they wish to do outside the purview of PSC programs.

A variety of options have been explored for the immediate future, including a radical shift of budget control to departments for all training, or conversely a single budget for the Public Service Commission to administer. The latter option is viewed as unworkable since not all training is or should be controlled by the PSC. The former option could create complications, it is feared, in the provision of training to conditional appointees, as departments find themselves in increasingly tight financial squeezes.

A possible option would be for the Treasury Board Secretariat to issue per unit cost guidelines within which departments would choose where they wish to obtain training for their employees.

Departments could budget for all training other than that provided by the PSC. This would be aimed at a number of important objectives: it would produce better resource use decisions in departments; it would provide an incentive to departments to take account of which supplier of training offers to give training at the lowest cost; it would create an incentive for all suppliers to reduce their per unit costs; and lastly, it would provide a basis for allocations to be made across departments in relation to their institutional needs.

The actual steps involved in approving an annual government budget for language training would involve departments, in conjunction with the planning that is henceforth expected of them, submitting to the Treasury Board budget items earmarked for approvals as a special allotment where the budgets exceed \$500,000. The Secretariat would be expected, through a special office that would manage the overall direction of the language training program in the future, to review the totality of training plans and to approve budgets within the context of the revised access policies and the management framework.

It is suggested:

- that the Treasury Board could issue per unit cost guidelines within which the PSC would be expected to operate and within which departments would be expected to plan where they intend to obtain training for their employees.

VII FINANCIAL IMPLICATIONS

It is estimated that in the fiscal year 1979-80, the direct costs of language training totaled \$36 million (exclusive of the Department of National Defence's training program).

The estimated impacts of the access policies discussed above are:

- the restriction related to capability to learn could reduce the volume of training associated with conditional appointees by 5%;
- the criteria applying to all others may reduce remaining demand for language training by up to 20%;
- the suggestion that the training establishment be kept smaller than real estimated demand by about 10%, would reduce the volume of training done in respect to real demand by that order.

The net effect of these suggestions could quite possibly reduce expenditures on language training by up to 20%.

Detailed cost projections will be prepared and presented to the Treasury Board for consideration following a decision by Cabinet on future government language training policies.

VIII CONCLUSIONS

The history of the language training reveals both some success and a certain amount of wastage. The perception of wastage has had damaging effects on the entire official language reform effort in the federal government. Critics who knew they were right in their charges of wastage believed they were also right in considering that the entire effort of reform was badly administered, wasteful, and perhaps not worth the persistence that has characterized its administration.

If, however, the tasks at hand are identified openly and clearly, there is no reason why the program cannot be regenerated: it can function to produce bilinguals who are still needed in sectors of public service work; it can be genuinely useful in permitting unilinguals to obtain bilingual jobs and to serve both their and the institution's interests through working in both official languages; and, if it is more vigorously managed, it will take its place alongside other training programs in developing skills in the adult work life of individuals that are needed in an institution of the federal government's scope and complexity.

Therefore, it is suggested that action be taken to:

- revise the access policies governing the obligations and rights of employees to take second language training at government expense;
- introduce a comprehensive management framework within which departments would plan the use they wish to make of this training program;
- revise the financing of language training.

Date

President of the Treasury Board

EXTRACT FROM "STATEMENT OF POLICY RESPECTING
BILINGUALISM", APRIL 6, 1966

"In developing measures to assist those now in the public service more effectively to achieve a reasonable proficiency in both official languages and to improve the recruitment of civil servants with this proficiency, the government has been guided by the following principles:

- (a) The achievement of bilingualism is in itself a desirable objective for any Canadian citizen. Where the need for bilingualism clearly exists in practice, above all in the national capital, it should be recognized as an element of merit in selection for civil service positions.
- (b) In conformity with the merit system, which must remain unimpaired, the requirement for bilingualism should relate to positions, and not only to individuals.
- (c) Bilingualism must be introduced gradually over a period of years in a manner which will not lead to injustice or misunderstanding. The various measures should be integrated into a well defined, long term program.
- (d) It must therefore be a requirement of any program that, in areas where a need for bilingualism exists, civil servants and prospective recruits must be provided with adequate time and opportunity to adapt themselves to new conditions in the service in a way that will increase their own possibilities for a successful and satisfying career.
- (e) For similar reasons of equity, the careers of civil servants who are not bilingual and who have devoted many years of their lives to the service of their country must not be prejudiced in any way by measures to develop bilingualism.
- (f) The government will consult from time to time with civil service associations concerning its policy on bilingualism in order to obtain their point of view, and to provide them with all reasonable assurances and remove any possible misunderstandings in regard to measures being proposed."

APPENDIX B

SELECTED CHARACTERISTICS OF EMPLOYEES WHO
HAVE RECEIVED MORE THAN 100 HOURS OF
PSC LANGUAGE TRAINING SINCE 1974

TABLE I - ANGLOPHONES

SELECTED CHARACTERISTICS OF EMPLOYEES WHO HAVE RECEIVED MORE THAN 100 HOURS OF PSC LANGUAGE TRAINING SINCE 1974

Position Status of Trained as of April 1980	Training Program Status		Candidate Currently on training		Training Completed		Failed to meet Level-withdrawn		Training interrupted		Others		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Occupy Bilingual Positions and meet LRP	432	$\frac{6}{24}$	5702	$\frac{84}{49}$	282	$\frac{4}{20}$	65	$\frac{1}{6}$	104	$\frac{2}{10}$	218	$\frac{3}{11}$	6803	$\frac{100}{36}$
Occupy Bilingual Positions do not meet LRP	765	$\frac{22}{43}$	1802	$\frac{51}{16}$	120	$\frac{3}{9}$	309	$\frac{9}{31}$	173	$\frac{5}{17}$	365	$\frac{10}{18}$	3534	$\frac{100}{19}$
English Essential Positions	318	$\frac{10}{18}$	1471	$\frac{44}{13}$	351	$\frac{10}{25}$	396	$\frac{12}{38}$	285	$\frac{8}{28}$	540	$\frac{16}{27}$	3361	$\frac{100}{16}$
French Essential Positions	0	$\frac{0}{0}$	19	$\frac{66}{0}$	7	$\frac{24}{1}$	0	$\frac{0}{0}$	0	$\frac{0}{0}$	3	$\frac{10}{0}$	29	$\frac{100}{0}$
Either/or Positions	60	$\frac{8}{3}$	374	$\frac{51}{3}$	85	$\frac{12}{6}$	64	$\frac{9}{6}$	38	$\frac{5}{4}$	110	$\frac{16}{5}$	731	$\frac{100}{4}$
Left Public Service*	224	$\frac{5}{12}$	2166	$\frac{50}{19}$	529	$\frac{12}{39}$	200	$\frac{5}{19}$	421	$\frac{10}{41}$	774	$\frac{18}{39}$	4314	$\frac{100}{23}$
TOTAL	1799	$\frac{10}{100}$	11534	$\frac{61}{100}$	1374	$\frac{7}{100}$	1034	$\frac{6}{100}$	1021	$\frac{5}{100}$	2010	$\frac{11}{100}$	18772	$\frac{100}{100}$

* Some in Crown Corporations.

TABLE II - FRANCOPHONES

SELECTED CHARACTERISTICS OF EMPLOYEES WHO HAVE RECEIVED
MORE THAN 100 HOURS OF PSC LANGUAGE TRAINING SINCE 1974

Training Program Status Position Status of Trained as of April 1980	Candidate Currently on training		Training Completed Successfully		No level required		Failed to meet Level-withdrawn		Training interrupted		Others		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Occupy Bilingual Positions and meet LRP	50	$\frac{3}{19}$	1596	$\frac{88}{65}$	49	$\frac{3}{32}$	0	$\frac{0}{0}$	51	$\frac{3}{22}$	63	$\frac{3}{21}$	1809	$\frac{100}{53}$
Occupy Bilingual Positions do not meet LRP	169	$\frac{33}{64}$	232	$\frac{45}{9}$	14	$\frac{3}{9}$	15	$\frac{3}{55}$	30	$\frac{6}{13}$	54	$\frac{10}{18}$	514	$\frac{100}{15}$
English Essential Positions	4	$\frac{9}{2}$	19	$\frac{41}{1}$	7	$\frac{15}{5}$	2	$\frac{4}{8}$	2	$\frac{4}{1}$	12	$\frac{27}{4}$	46	$\frac{100}{1}$
French Essential Positions	16	$\frac{5}{6}$	162	$\frac{53}{7}$	36	$\frac{12}{23}$	6	$\frac{2}{22}$ %	34	$\frac{11}{15}$	52	$\frac{17}{17}$	306	$\frac{100}{9}$
Either/or Positions	5	$\frac{8}{2}$	36	$\frac{55}{2}$	5	$\frac{8}{3}$	3	$\frac{5}{12}$	8	$\frac{12}{3}$	8	$\frac{12}{3}$	65	$\frac{100}{2}$
Left Public Service*	21	$\frac{3}{7}$	399	$\frac{59}{16}$	44	$\frac{6}{28}$	1	$\frac{0}{3}$	103	$\frac{15}{46}$	113	$\frac{17}{37}$	681	$\frac{100}{20}$
TOTAL	265	$\frac{8}{100}$	2444	$\frac{71}{100}$	155	$\frac{5}{100}$	27	$\frac{1}{100}$	228	$\frac{7}{100}$	302	$\frac{8}{100}$	3421	$\frac{100}{100}$

* Some in Crown Corporations.

TABLE III - TOTALS

SELECTED CHARACTERISTICS OF EMPLOYEES WHO HAVE RECEIVED
MORE THAN 100 HOURS OF PSC LANGUAGE TRAINING SINCE 1974

Training Program Status		Candidate Currently on training		Training Completed		Failed to meet Level-withdrawn		Training interrupted		Others		Total			
		No.	%	No.	%	No.	%	No.	%	No.	%	No.	%		
Position Status of Trained as of April 1980															
Occupy Bilingual Positions and meet LRP		482	$\frac{5}{23}$	7298	$\frac{85}{52}$	331	$\frac{4}{22}$	66	$\frac{1}{6}$	155	$\frac{2}{12}$	281	$\frac{3}{12}$	8613	$\frac{100}{39}$
Occupy Bilingual Positions do not meet LRP		934	$\frac{23}{45}$	2034	$\frac{50}{15}$	134	$\frac{3}{9}$	324	$\frac{8}{31}$	203	$\frac{5}{16}$	419	$\frac{11}{18}$	4048	$\frac{100}{18}$
English Essential Positions		322	$\frac{9}{16}$	1490	$\frac{44}{11}$	358	$\frac{11}{23}$	398	$\frac{12}{37}$	287	$\frac{8}{23}$	552	$\frac{16}{24}$	3407	$\frac{100}{15}$
French Essential Positions		16	$\frac{5}{1}$	181	$\frac{54}{1}$	43	$\frac{13}{3}$	6	$\frac{2}{1}$	34	$\frac{10}{3}$	55	$\frac{16}{2}$	335	$\frac{100}{2}$
Either/or Positions		65	$\frac{8}{3}$	410	$\frac{52}{3}$	90	$\frac{11}{6}$	67	$\frac{8}{6}$	46	$\frac{6}{4}$	118	$\frac{15}{5}$	796	$\frac{100}{4}$
Left Public Service*		245	$\frac{5}{12}$	2565	$\frac{51}{18}$	573	$\frac{11}{37}$	201	$\frac{4}{19}$	524	$\frac{11}{42}$	887	$\frac{18}{39}$	4995	$\frac{100}{22}$
TOTAL		2064	$\frac{9}{100}$	13978	$\frac{63}{100}$	1529	$\frac{7}{100}$	1062	$\frac{5}{100}$	1249	$\frac{6}{100}$	2312	$\frac{10}{100}$	22194	$\frac{100}{100}$

* Some in Crown Corporations.

TABLE I
Anglophones Using French in Bilingual Positions,
1978 Language Use Survey

% Use of French	Trained		Others		Total	
	Meet LRP *	Do not meet LRP	Meet LRP	Do not meet LRP	Trained	Others
4% or less	29.1%	60.8%	11.4%	57.1%	39.9%	31.5%
5% or more	70.9%	39.2%	88.6%	42.9%	60.1%	68.5%

* LRP - language requirements of the position

TABLE II
Francophones Using English in Bilingual Positions,
1978 Language Use Survey

% Use of English	Trained		Others		Total	
	Meet LRP	Do not meet LRP	Meet LRP	Do not meet LRP	Trained	Others
4% or less	3.4%	-	.9%	1.4%	2.9%	1.0%
5% or more	96.6%	100%	99.1%	98.6%	97.1%	99.0%

TABLE III
Cumulative Francophones and Anglophones Using
Second Language in Bilingual Positions,
1978 Language Use Survey

% Use of Second Language	Trained		Others		Total	
	Meet LRP	Do not meet LRP	Meet LRP	Do not meet LRP	Trained	Others
4% or less	26.0%	58.1%	3.8%	29.8%	36.3%	11.6%
5% or more	74.0%	41.9%	96.2%	70.2%	63.7%	88.4%

TABLE IV

Use of Second Language by Anglophones in Bilingual Positions
1977 and 1978 Language Use Survey

% of French Used in Bilingual Positions and Year		Trained		Others		Total	
		Meet LRP	Do not meet LRP	Meet LRP	Do not meet LRP	Trained	Others
4% or less	1977	25.4%	72.4%	12.8%	67.0%	38.8%	26.2%
	1978	29.1%	60.8%	11.4%	57.1%	39.9%	31.5%
5% or more	1977	74.6%	27.6%	87.2%	33.0%	61.2%	54.5%
	1978	70.9%	39.2%	88.6%	42.9%	60.1%	68.5%

TABLE V

Cumulative % Use of French by Anglophones in Bilingual Positions
1978 Language Use Survey

% Use of French	Trained		Others		Total	
	Meet LRP	Do not meet LRP	Meet LRP	Do not meet LRP	Trained	Others
0%	13.5%	39.8%	2.7%	45.5%	22.4%	21.5%
Less than 5%	29.1%	60.8%	11.4%	57.1%	39.9%	35.5%
Less than 10%	53.4%	74.2%	23.8%	62.3%	60.5%	40.7%
Less than 15%	73.1%	82.3%	38.7%	71.0%	76.3%	52.9%
Less than 20%	79.8%	88.9%	44.4%	71.8%	82.9%	56.4%
Less than 25%	88.7%	94.4%	55.3%	76.7%	90.7%	64.7%

APPENDIX D

PERCENTAGE CONDITIONAL APPOINTMENTS
REPRESENT IN ALL STAFFING OF
BILINGUAL POSITIONS BETWEEN
JANUARY - SEPTEMBER 1979

CONDITIONAL APPOINTMENT
RATE

TOTAL NUMBER
OF APPOINTMENTS

Conditional Appointments

All Appointments Minus Age/ Long Service Exempt

SEC	.05	752
EXT	.08	168
EIC	.09	1655
PEN	.09	324
DSS	.10	784
ITC	.10	302
TAX	.10	630
FIN	.11	109
PSC	.11	403
CCA	.12	238
DVA	.12	278
NHW	.12	771
CTC	.13	83
DND	.13	1030
DPW	.13	277
JUS	.13	123
POD	.13	540
DOE	.14	484
MOT	.14	1033
COM	.15	186
IDA	.15	280
LAB	.15	62
TBD	.15	156
RCM	.17	286
REE	.18	117
AGR	.19	436
NMC	.19	124
CAE	.20	466
STC	.22	190
IAN	.23	484
ARC	.27	100
EMR	.31	163

Total Numbers of Employees in Language Training in
Selected Departments as of September 1979,
by Conditional Appointees and All Others

